The Florida Senate BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

	Pre	pared By:	The Professional	Staff of the Commit	tee on Education	n
BILL:	PCS/SB 1	664				
INTRODUCER:	Committee on Education and Senator Legg					
SUBJECT: Education Instructional Personnel and School Administrators						
DATE:	March 15, 2013		REVISED:			
ANALYST		STAF	F DIRECTOR	REFERENCE		ACTION
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I. Summary:

PCS/SB 1664 revises the requirements for state approved educator preparation programs, educator and principal certification, and the Florida Teachers Lead Program. Specifically, the bill makes the following changes:

State-Approved Educator Preparation Program

- Provides a new framework for the approval of teacher preparation programs that is based on performance outcome metrics and holds all preparation programs accountable.
- Maintains three distinct program types that offer high quality options for those who enter the teaching profession.
- Streamlines the core curriculum so that it is more focused and relevant and allows for deeper preparation in standards-based instruction.
- Requires candidates to demonstrate that they have a positive impact on student learning growth in field experiences before completing a program.

Professional Certification

- Requires the State Board of Education to adopt rules to allow an individual to be eligible
 for a temporary certificate if he or she passes the Florida Educational Leadership
 Examination, holds a bachelor's degree or higher, and provides evidence of successful
 management or leadership experience.
- Allows the State Board of Education to adopt rules to provide for the acceptance of college course credits recommended by the American Council for Education (ACE) to satisfy specific certification requirements shown on an official ACE transcript.

Florida Teachers Lead Program

• Changes the name of the program to the Florida Teachers Classroom Supply Assistance Program.

• Requires that local contributions be added to the funds allocated by the state when calculating each teacher's proportionate share.

Professional Development System

The bill allows rather than requires each school principal to establish and maintain a professional development plan for each employee assigned to the school.

The bill provides and effective date of July 1, 2013.

This bill substantially amends sections 1004.04, 1004.85, 1012.32, 1012.55, 1012.56, 1012.585, 1012.71, and 1012.98 of the Florida Statutes.

II. Present Situation:

Educator Preparation Reform

Educator and principal preparation programs are undergoing an unprecedented degree of scrutiny and challenge. As states implement rigorous common core standards and other college and career ready standards for in-depth student achievement and growth, concerns have been raised that the current policies and practices for educators entering the profession are not sufficient to respond to this challenge. Critics assert that components of the education system have changed without proper attention to and adjustments to other aspects of the system, namely the support to help teachers and leaders in continuous improvement.

Some suggest that the existing federal reporting and accountability program requirements are not meaningful, in part because the data collected is not based on significant metrics.³ The need for robust data to inform the public, including prospective candidates and employers, about the effectiveness of programs has been underscored.⁴

http://www.nctq.org/stpy11/reports/stpy12_national_report.pdf. Additionally, the NCTQ Teacher Prep Review is a rating of the nation's teacher training programs that will be published each year by U.S. News and World Report. See *You Have a Right to Know*, National Council on Teacher Quality, 2012, readable at: http://www.nctq.org/righttoknow/.

¹ Our Responsibility, Our Promise: Transforming Education Preparation and Entry into the Profession, Council of Chief State School Officers (CCSSO) Task Force, 2012, readable at:

http://ccsso.org/Documents/2012/Our%20Responsibility%20Our%20Promise 2012.pdf. The task force report was developed by current and former CCSSO task force members with input from the National Association of State Boards of Education and the National Governors Association.

² *Id*.

³ *Our Futures, Our Teachers*, U.S. Department of Education, September 2011, readable at: http://www.ed.gov/sites/default/files/our-future-our-teachers.pdf.

⁴ The National Council on Teacher Quality (NCTQ) recently reported on each state's programs and noted that states are not doing enough to ensure that teachers are prepared to be effective in the classroom. The NCTQ reviewed state policy for program admissions, clinical experiences, accountability, and the specific preparation of elementary, middle, and high school teachers, with a special emphasis on exceptional student education teachers. The NCTQ cited Florida as one of four states that earned the highest ratings in the nation for shaping the quality of programs, including holding programs accountable for results. See 2012 State Teacher Policy Yearbook: Improving Teacher Preparation National Summary, National Council on Teacher Quality, 2012, readable at:

One of the key policy levers for states is the program approval process, particularly the reauthorization process. ⁵ Program approval decisions should hinge on findings that are evidence-based, educationally significant, and clearly related to quality-oriented standards. ⁶ The National Research Council notes that educator preparation must shift away from a norm which emphasizes academic preparation and coursework loosely linked to school-based experiences to programs that are fully grounded in clinical practice and interwoven with academic content and professional courses. ⁷ Citing the National Research Council report, *Preparing Teachers: Building Evidence for Sound Policy*, the Blue Ribbon Panel on Clinical Preparation and Partnerships for Improved Student Learning notes that clinical preparation (or field experience) is one of three aspects of teacher preparation that are likely to have the highest potential for a positive effect on student outcomes, along with content knowledge and the quality of teacher candidates. ⁸ Additionally, the importance of qualified clinical educators, coaches, and mentors and diverse clinical settings is being emphasized. ⁹

Florida-Approved Educator Preparation Programs

The State Board of Education is required to maintain a system for the development and approval of teacher preparation programs that allows postsecondary teacher preparation institutions to employ a variety of innovative teacher preparation practices while being held accountable for producing graduates with the competencies and skills necessary to achieve the state's education goals.¹⁰

Florida provides several pathways to meet professional teacher certification requirements, including traditional teacher preparation programs provided by universities and colleges for individuals seeking a degree. ¹¹ The Educator Preparation Institutes (EPI) and school district alternative certification programs provide individuals who already have baccalaureate degrees with professional training on the competencies needed for professional certification. ¹²

The DOE reviews and approves educator preparation programs offered by Florida's public and private colleges and universities. ¹³ There are currently 506 approved traditional teacher preparation programs in Florida, each of which is approved for a specific area of certification, such as Elementary Education Grades K-6 or Mathematics Grades 6-12. These programs are located at 47 institutions, including 12 public universities, 11 Florida College System (FCS)

⁵ Our Responsibility, Our Promise: Transforming Education Preparation and Entry into the Profession, Council of Chief State School Officers (CCSSO) Task Force, 2012.

⁶ *Id*.

⁷ National Research Council, April 29, 2010, readable at: http://www8.nationalacademies.org/onpinews/newsitem.aspx?RecordID=12882.

⁸ Transforming Teacher Education Through Clinical Practice: A National Strategy to Prepare Effective Teachers, Blue Ribbon Panel on Clinical Preparation and Partnerships for Improved Student Learning, commissioned by the National Council for Accreditation of Teacher Education, November 2010, readable at:

http://ccsso.org/Documents/2012/Our%20Responsibility%20Our%20Promise 2012.pdf.

⁹ Id. See also Our Responsibility, Our Promise: Transforming Education Preparation and Entry into the Profession. ¹⁰ s. 1004.04, F.S.

¹¹ *Id*.

¹² ss. 1004.85 and 1012.56(8), F.S. Individuals can also qualify for a teaching certificate without participating in a formal teacher preparation program by documenting that they have met all requirements for a professional certificate.

¹³ s. 1004.04, F.S., Rules 6A-4.003 and 6A-5.066, F.A.C. Programs are approved for seven years.

institutions, and 24 private institutions. ¹⁴ Candidates must demonstrate all requirements for a Florida professional educator's certificate prior to the completion of the program.

There are currently 28 active EPI programs in 22 FCS institutions and 6 public universities.¹⁵ These institutes serve individuals who already earned at least a bachelor's degree in a field other than education and are interested in being classroom teachers and receiving professional certification. Candidates must demonstrate ability to teach the subject area for which they seek certification and demonstrate mastery of professional preparation and education competence by passing the professional education competency examination prior to completion of the program.¹⁶ Instructors for these programs must hold a master's degree in education or in an appropriate related field and document teaching experience.¹⁷ Programs must also provide field experience with supervision from qualified educators.¹⁸

School districts are required to offer competency-based alternative certification programs, using either the DOE model or a district-developed model that is approved by the department. To complete the program and qualify for a professional certificate, participants must pass the professional education portion of the Florida Teacher Certification Examination (FCTE). There are 72 approved district alternative certificate programs in Florida, including 37 that are currently active. The second control of the Florida Teacher Certificate programs in Florida, including 37 that are currently active.

Initial Program Approval

The criteria differ for initial approval of the traditional, EPI, and district programs. For initial approval, a traditional program must verify that each candidate for admission meets the required grade point average of 2.5 or higher for the general education component of undergraduate studies or completes the requirements for a bachelor's degree with a minimum grade point average of 2.5 and passes the general knowledge portion of the FCTE, College Level Academic Skills Test, a corresponding component of the National Teacher's Examination series, or a similar test. Additionally, an institution with an approved program must provide a uniform core curriculum.

Initial approval of an EPI and district program requires that there is an assessment system and instructional support for teachers to demonstrate specific competencies.²⁴ An EPI institution must also meet institutional and faculty requirements.²⁵

¹⁴ Florida Department of Education, Legislative Bill Analysis, February 18, 2013. On file with the Senate Education Committee.

¹⁵ *Id*.

¹⁶ s. 1004.85(3)(b)3., F.S.

¹⁷ s. 1004.04(5), F.S.

¹⁸ s. 1004.85(3)(a)2., F.S.

¹⁹ s. 1012.56(8)(a), F.S.

²⁰ The FTCE is composed of the professional education, general knowledge, and subject area exams. *See* http://www.fl.nesinc.com/tests.asp (last visited March 5, 2013).

²¹ Florida Department of Education, Legislative Bill Analysis, February 18, 2013. On file with the Senate Education Committee.

²² s. 1004.04(4)(b), F.S. The program is authorized to waive these admissions requirements for up to ten percent of the students admitted, but must implement strategies to ensure that students receive assistance to meet competencies required for certification

²³ s. 1004.04(2), F.S., and Rule 6A-5.066, F.A.C.

²⁴ Rule 6A-5.066, F.A.C.

Continued Approval

The criteria also differ for the continued approval of these programs. At least 90% of a traditional program's graduates who take the required certification examination must pass the exam, for the program to receive continued approval. The program must also have standards that are designed to adequately prepare elementary, middle, and high school teachers to instruct their students in reading and higher level mathematics concepts and the use of technology at the appropriate grade level. Additionally, the program is subject to periodic reviews and must: comply with student admissions requirements; receive satisfactory employer ratings for program graduates; and meet additional criteria approved by the State Board of Education.

By contrast, continued approval for an EPI program is contingent upon annual performance evaluations of program effectiveness, which include pass rates on all portions of the FCTE, employment rates, longitudinal retention rates, and employer satisfaction surveys.²⁹ There are no statutory criteria for continued approval of district programs.³⁰

Clinical Practice

The law provides special requirements for peer mentors and postsecondary instructors and school district personnel who instruct and supervise students during their clinical experiences. ³¹ The NCTQ's report cited Florida as one of three state that have policies requiring evidence of effectiveness for teachers who mentor and support a candidate. ³²

Professional Certification

There are two types of state educator certificates: the temporary certificate and the professional certificate.³³ The temporary certificate is valid for three years and is nonrenewable. A professional certificate is valid for five years, is renewable, and required for teachers who wish to continue teaching in public classrooms. Certification requirements for school-based administrators are specified by law and State Board of Education rule.³⁴ The requirements for renewing a certificate, including professional development, are specified in law.³⁵

Current law provides that an applicant for certification who fails to earn a passing score may review his or her exam and notify the DOE of any errors that may result in a passing score.³⁶ An

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<sup>25</sup> Id.
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²⁶ s. 1004.04(5), F.S.

²⁷ *Id*.

²⁸ *Id*.

²⁹ s. 1004.85(4), F.S.

³⁰ Rule 6A-5.066(2)(b)4., F.A.C., provides that the DOE must periodically review these programs.

³¹ ss. 1004.04(6), 1004.85(3)(a)2., and 1012.56(8)(a)3., F.S.

³² 2012 State Teacher Policy Yearbook: Improving Teacher Preparation National Summary, National Council on Teacher Quality, 2012.

³³ s. 1012.56, F.S. Districts issue certificates to adjunct teachers, pursuant to s. 1012.57(1), F.S.

³⁴ Section 1012.55(1), F.S., requires the SBE to designate the certification requirements for all school-based personnel. These requirements are specified in SBE rule and the DOE Course Code Directory and Instructional Personnel Assignments 2012-2013, adopted by reference in Rule 6A-1.09441, F.A.C. *See* http://www.flrules.org/Gateway/reference.asp?No=Ref-01551 (last visited March 15, 2013).

³⁵ s. 1012.585, F.S.

³⁶ s. 1012.56(9)(d), F.S.

individual who takes the FTCE may request a score verification session to review his or her incorrect responses to test items.³⁷

Other Provisions

Florida Teachers Lead Program

The program was created to provide each classroom teacher with funds to be expended at the discretion of the teacher to assist teaching and learning in the classroom. Eligible teachers are all certified teachers employed by the district or a charter school on or before September 1 of each year whose full-time or job-share responsibility is the classroom instruction of students in prekindergarten through grade 12. This includes full-time media specialists and guidance counselors who serve students in prekindergarten through grade 12 and who are funded in the Florida Education Finance Program (FEFP). ³⁹

Funding for the program is determined by the Legislature in the General Appropriations Act. ⁴⁰ Funds may be used to purchase classroom materials and supplies used in the instruction of students assigned to the teacher; however, they may not be used to purchase equipment. The Commissioner of Education must calculate each school district's share of the funds based on the school district's share of the total K-12 unweighted full-time equivalent (FTE) student enrollment. ⁴¹ Each district school board must calculate an identical amount for each eligible classroom teacher. A job-share classroom teacher may receive a prorated share of the amount provided to a full-time classroom teacher. ⁴² A district school board and a charter school board must disburse the funds no later than September 30 of each year directly to each teacher. ⁴³ Each board determines how the funds may be disbursed (e.g., direct deposit, check, debit card, or purchasing card).

Classroom teachers must sign a statement acknowledging receipt of the funds, keep receipts for no less than four years to show that funds expended met the statutory requirements, and return any unused funds to the board at the end of the regular school year.⁴⁴

The program was appropriated \$31.9 million for Fiscal Year 2012-2013 in the FEFP, providing approximately \$180 per classroom teacher. 45

American Council on Education (ACE)

The ACE provides transcripts that convert military experience and training into college credit equivalents. Currently, credit shown on an ACE transcript cannot be applied to meet certification

³⁷ Rule 6A-4.0021(11), F.A.C.

³⁸ See s. 18, ch. 97-384, L.O.F., codified at s. 231.67, F.S., and redesignated in 2002 by s. 749, ch. 2002-387, L.O.F., as s. 1012.71, F.S.

³⁹ s. 1012.71(1), F.S.

⁴⁰ s. 1012.71(2), F.S.

⁴¹ *Id*.

⁴² s. 1012.71(3), F.S.

⁴³ s. 1012.71(3), F.S.

⁴⁴ s. 1012.71(4), F.S.

⁴⁵ General Appropriations Act for 2012-2013, Specific Appropriations 6 and 84, ch. 2012-118, L.O.F.

requirements, because only college course credits shown on an official transcript from an accredited institution of higher learning may be used for certification purposes.⁴⁶

Professional Development System

Current law requires the DOE, public postsecondary institutions, school districts, public schools, state education foundations, consortia, and professional organizations to work towards establishing a coordinated system of professional development.⁴⁷ Each district's professional development system must require each school principal to establish and maintain a professional development plan for each employee assigned to the school.⁴⁸

III. Effect of Proposed Changes:

State-Approved Educator Preparation Programs

As a part of Florida's Race to The Top application, the DOE established the Teacher and Leader Preparation Implementation Committee to provide recommendations to the department for developing and implementing performance standards and targets for continued approval of state-approved teacher and school leadership preparation programs.⁴⁹

Over the past year, the committee reviewed data to determine how the current state-approved teacher preparation continued approval standards could be changed from programs implementing processes to ensure continuous program improvement to incorporating actual program performance into an accountability system for program approval.⁵⁰ The committee recommended specific metrics for continued approval of these programs, including placement rate data, retention rate data, student performance by subgroups, and critical teacher shortage.⁵¹ The committee recommendations for continued approval accountability and many that are related to the uniform core curriculum are included in the bill.

Traditional programs

The bill requires each state-approved teacher preparation program to include in its uniform core curricula: Florida Educator Accomplished Practices, state-adopted student content standards, reading instruction, content literacy and mathematical practices, strategies for the instruction of English language learners and students with disabilities, and school safety. Institutions would be

⁴⁶ Florida Department of Education, Legislative Bill Analysis, February 18, 2013. On file with the Senate Education Committee.

⁴⁷ s. 1012.98(4), F.S.

⁴⁸ s. 1012.98(4)(b)5., F.S.

⁴⁹ The committee is comprised of teachers and school leaders from postsecondary institutions and school districts, district administrators, superintendents, and school board members. *See* www.fldoe.org/committees/ppt/teacherleaderprep.ppt and http://www.fldoe.org/committees/tlp.asp (last visited March 3, 2013). Rule 6A-5.081, F.A.C., provides for the DOE's authority to approve school leadership preparation programs. The DOE has requested that the board of the Florida Association of Professors of Educational Leadership (FAPEL) provide input regarding recommendations for an accountability model for school leadership preparation programs. Correspondence from the FAPEL board to the committee, January 10, 2013. See http://www.fldoe.org/committees/pdf/Feb13ppMemo.pdf (last visited March 3, 2013).

⁵⁰ Florida Department of Education, Legislative Bill Analysis, February 18, 2013. On file with the Senate Education Committee.

⁵¹ Summary of Recommendations, September 12, 2012. See http://www.fldoe.org/committees/pdf/sorec.pdf (last visited March 8, 2013). The recommendations also include changes to the admissions and field experience requirements and the uniform core curriculum.

required to annually report to the DOE the status of each candidate who was admitted into the program under a waiver of admission requirements. The bill also:

- Requires each candidate to:
 - o Be instructed and assessed on the uniform core curriculum in his or her program concentration.
 - O Demonstrate his or her ability to positively impact student learning growth during a field experience prior to program completion.
 - Demonstrate sufficient mastery of general knowledge as a prerequisite for admission into the undergraduate program, and a baccalaureate degree from an accredited institution for admission into graduate level programs.
 - Requires passage of all portions of the Florida Teacher Certification examination prior to program completion.
- For clinical instructors and sites:
 - Specifies the qualifications for instructors in postsecondary teacher preparation programs who instruct or supervise field experience courses or internships in which candidates demonstrate an impact on student learning growth.
 - Specifies the qualifications for district and instructional personnel who supervise or direct teacher preparation students during field experience courses or internships.
 - Requires that the candidate's pre-service field experiences include a diverse population of students in a variety of settings.
 - o Requires the selection of school sites for pre-service field experiences to be based on the qualifications of supervisory personnel and the needs of candidates.
- For each program, the bill:
 - o Requires each institutional program evaluation plan to include how the institution addresses continuous program improvement.
 - Revises the current requirement that each teacher preparation program provide additional training to a graduate who is employed in a Florida public school. For a graduate who receives a rating of "developing" or "unsatisfactory" on his or her performance evaluation two years immediately following completion of the program or initial certification, his or her teacher preparation program would be required to provide additional training by the program at no expense to the educator or employer.
 - Requires that the continued approval of a program is contingent upon specific performance measures for programs and program completers.
 - Requires institutions and their programs to provide evidence of their capacity to meet requirements for continued approval.

The bill also authorizes the Commissioner of Education to determine continued approval of programs based upon data collected and rules of the State Board of Education.

Educator Preparation Institutes

The bill provides criteria for the DOE to approve an institute's competency-based certification program. An educational plan would be required for each participant to meet certification requirements and demonstrate his or her ability to teach the subject area for which the participant is seeking certification. The bill requires students to have field experiences with a diverse population of students in a variety of settings. Additionally, the bill specifies the evidence that program participants must provide prior to completing the program.

Personnel who instruct or supervise field experiences would be required to meet additional qualifications.

The Commissioner of Education would determine continued program approval of each competency-based certification program. Qualified private providers would be permitted to offer competency-based certification programs. Currently, only postsecondary institutions are authorized to offer these programs. ⁵²

District Programs

The bill allows rather than requires each school district to provide a competency-based professional development certification program. The bill authorizes the Commissioner of Education to determine continued approval of each district's program based upon specified performance measures for programs, as well as program completers.

The bill specifies the professional content knowledge for each participant and requires passing scores on subject area and professional education competency examinations as well as mastery of general knowledge. Under existing law, participants currently must only pass the professional education competency exam.

Currently, there are no statutory requirements for peer mentors. Under the bill, a peer mentor must hold a valid educator certificate, provide evidence of proven effectiveness, have at least three years of teaching experience, or be a peer evaluator under a district's evaluation system.

Other

Certification Requirements

The State Board of Education must adopt rules to allow for a new pathway for an individual to be eligible for a temporary school administrator certificate. If an individual passes the Florida Educational Leadership Examination, holds a bachelor's degree or higher, and provides evidence of successful management or leadership experience, he or she is eligible for the temporary certificate.

The State Board may adopt rules to provide for the acceptance of college course credits recommended by the American Council for Education (ACE) to satisfy specific certification requirements shown on an official ACE transcript. The DOE does not currently provide for the acceptance of ACE recommendations.

Examination Review

Under the bill, the DOE would revise the current procedures for reviewing examination questions incorrectly answered by an applicant who fails the Florida teacher certification examination. Examination reviews and challenges to the validity of an examination would be based on a range of scores set by State Board of Education rule. According to the DOE, score verification was originally established in a hardcopy environment prior to 2009 when the tests

⁵²s. 1004.85(1), F.S.

were only administered six times per year and sessions were held in Tallahassee four times a year. ⁵³

Florida Teachers Lead Program

The bill maintains the authority for the program with the following revisions:

- Renames the Florida Teachers Lead Program as the Florida Teachers Classroom Supply Assistance Program.
- Encourages the DOE and school boards to enter into public private partnerships to increase the amount of funds available to classroom teachers.
- Requires that, if a debit card is used, an identifier of the program must appear on the front of the card.
- Repeals the pilot program that was authorized for the 2009-2010 fiscal year.

Professional Development

The bill allows rather than requires each school principal to establish and maintain a professional development plan for each employee assigned to the school.

Other Potential Implications:

The provisions of the bill could increase accountability for preparing educators to be effective in the classroom and successful in contributing to the academic growth of their students.

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

IV. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

The bill provides that an applicant for an examination review is responsible for the actual costs. According to the DOE, the current applicant fee of \$25 does not adequately cover the costs associated with administering the score verification system. ⁵⁴

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⁵³ Florida Department of Education, Legislative Bill Analysis, February 18, 2013, on file with the Senate Education Committee.

⁵⁴ *Id*.

C. Government Sector Impact:

The DOE notes that school district expenditures to implement the new requirements for district competency-based programs would be absorbed within existing resources. Similarly, the DOE notes that any costs associated with implementing the new framework for the approval of programs would also be absorbed within existing resources. 55

V. Technical Deficiencies:

None.

VI. Related Issues:

None.

VII. Additional Information:

A. Committee Substitute – Statement of Substantial Changes: (Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.

⁵⁵ Florida Department of Education, Legislative Bill Analysis, February 18, 2013, on file with the Senate Education Committee.